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Section 2:

Financial Stewardship & Funding Assumptions

COST OF TRANSPORTATION

A. Forum on Transportation Investments



In September 2004, the Idaho Transportation Board created a 57-member Committee from all over Idaho representing public agencies, transportation service providers, public transportation providers, elected officials and citizens with a keen interest in transportation: the Committee was known as the Forum on Transportation Investments (FTI or Forum). The Forum was chartered to establish an understanding of the needs and demands for transportation improvements and the available options for financing and funding Idaho's transportation system. Secondly, the Forum was to make recommendations to the Idaho Transportation Board on how to shape future transportation investment in the Idaho surface transportation system.

In January 2006, the Forum completed its study and presented several conclusions to the Idaho Transportation Board:

- Idaho will continue to grow at a historic pace by nearly 55% by 2030.
- Transportation is essential to the state's economy.
- Freight movement in Idaho is an important element of Idaho's transportation future freight growth will double in the next 20 years with 88% of all commerce in commodities involving truck transportation on our roads and highways.
- Public transportation must be addressed as part of Idaho's comprehensive transportation solution for the future Idaho remains one of six (6) states without a dedicated state revenue stream to support transit projects.
- Idaho's current transportation revenue structure will not meet the pressing transportation funding needs over the next 30 years.
- Transportation must be addressed at all levels of government and all jurisdictions the lack of transportation funding is not
 just a state problem, but a local problem as well as Idaho's 300 local jurisdictions that have responsibility for transportation
 facilities.

- Federal funding cannot be relied upon to solve Idaho's transportation funding challenges current projections are that the
 next federal transportation bill (set to be passed in 2010) will not provide any substantial increase in existing levels of federal
 funding.
- Idaho's transportation system needs in the next 30 years are in excess if \$20 billion:
 - Interstate Highways \$4.5 billion.
 - State Highways \$8 billion.
 - Local transportation \$6.3 billion.

- Airport access \$221 million.
- Public transportation \$1 billion.
- Increased transportation funding must be addressed now. The *Idaho Highway Need Assessment Study Update* catalogued a backlog for all jurisdictions from 1994 to 2000 of \$8.65 billion. In 2006, Idaho now faces a backlog of \$20 billion, which will only increase as time goes on.
- Idaho's funding shortfall from FY 2005 through FY 2035 is projected to be over \$200 million a year.
- Solutions to Idaho's transportation funding challenge will require innovative and non-traditional revenue sources and means of collection – Idaho's leaders should look beyond the obvious and determine if there are non-traditional or innovative solutions that could contribute to funding.
- Idaho must recognize the eventual transition from motor fuel (gasoline, diesel, etc.) to alternative-fuel vehicles and prepare accordingly.

From these conclusions, the Forum on Transportation Investments formulated recommendations for addressing Idaho's transportation challenges. These recommendations can be found on the ITD webpage at www.itd.idaho.gov under the **Forum on Transportation Investment**.



The ITD Board conducts a meeting.

During 2006, the Board held six (6) public hearings and one (1) informational session during the Association of Idaho Cities Annual Convention. Each of these hearings began with a 45-minute presentation on the Forum's findings and recommendations. The Board then asked audience members to provide comments about the forum's conclusions and recommendations.

During the six-month period, more than 255 people came to the public hearings and approximately 350 were in attendance at the Association of Idaho Cities presentation. Of those that attended these meetings, 60 provided oral or written testimony. During their October board meeting, The Idaho Transportation Board received the "FTI Comment Summary" containing the synopsis of the comments made during the six months of testimony. Following is a list of the main options that people spoke about during the hearings:

- The need to manage growth.
- The desire to integrate land use and transportation planning at all levels of government.
- Develop standards and encourage the use of access management practices statewide.
- Begin preserving right-of-way corridors and increase setbacks for future development.
- Assess impact fees on new growth.
- Create a variety of revenue opportunities that will supplement the current federal funds Idaho is receiving as well as create sources to make Idaho more self-sufficient. This would include increasing the fuel tax and registration fees.
- Enable local entities to generate their own revenue such as local option taxes and impact fee assessments to pay for transportation infrastructure and maintenance as well as public transportation and bicycle/pedestrian lanes.
- Promote public/private and public/public partnerships.
- Acknowledge public transportation as a viable alternative and encourage a change in the state Constitution to allow public transportation to access state funds.

In November 2006, the Idaho Transportation Board determined that an innovative and broader plan to finance transportation is needed and the Board plans to take a proposal to finance the \$200 million annual shortfall to the Governor and the Legislature in January 2007.

B. National Trends

There are emerging national trends when it comes to the cost of transportation growth and its effect on the cost of doing business nationally and here at home in Idaho. The cost of transportation is more than just filling up the tank of your car. Around the country, people are driving more fuel efficient cars that allow vehicles to use less gasoline. Unfortunately as our vehicle fleet becomes more efficient and is relatively new, our transportation facilities are quickly becoming deteriorated.



Gasoline prices have also sky rocketed due to international and national issues. Many citizens confuse the rise in gas prices with the amount of taxes they pay at the pump. Currently, the federal gas tax is 18.4 cents per gallon, which has not been raised since 1993. Idaho's current gasoline tax is 25 cents per gallon and has not been raised since 1998. Thus, Idaho citizens are paying a total of 43.4 cents per gallon in gasoline taxes, the same amount we were paying in 1998.

The cost of cement, steel and petroleum products are on the rise. From 1998 to 2005, cement costs have increased by nearly 21%. Construction costs have increased by 30.8% to purchase sand, gravel, and crushed stone. Ready mix concrete has increased as well by 27.4%. According to C.W. Driver at the 2006 Public Works Officers Institute, China is the major competitor for the world's materials. It is estimated that China consumes 50% of the world's cement and 33% of the world's steel supply.

Trends show that from 1987 to 2003, the cost of construction increased by 40%. More alarmingly, from 2003 to today, the cost of construction has skyrocketed by 43%. The results of these higher costs reduce the number of projects that the state and local agencies can actually construct.

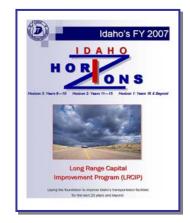
ITD has made serious project adjustments in this year's STIP to ensure that funds would be available to construct projects within budget. In the end, government agencies and elected officials will have to make a determination with their limited funds about those projects they can build and those that will have to wait.

"HORIZONS IN TRANSPORTATION" or LONG RANGE CAPITAL IMPROVEMENT AND PRESERVATION PROGRAM (LRCIP)

In order to facilitate the often difficult process of determining what projects can be built; the Idaho Transportation Board has established "Horizons in Transportation."

"Horizons in Transportation" is a program and process that brings projects to the STIP that support the Transportation Vision principles and have a financial plan that allows for their construction within the five year STIP. It is intended to provide a clear method to document and depict our transportation investments in the future.

Prior to the LRCIP process ITD used Preliminary Development (PREL) to develop projects for placement into the five construction years of the STIP. Over time and successive STIPs, PREL contained projects that could not be constructed within the next five years. The environmental assessment and design on these projects used funds that could more appropriately be used for project construction. For State Highway System



projects "Horizons in Transportation" will take the place of PREL and add a methodical and well defined approach to determining needs and assessing transportation project priority for placement in the STIP.

"Horizons in Transportation" is focused at this time on our state system. Local programs such as the Urban, Rural and Bridge Programs and the statewide application programs are not impacted by this change in the FY 2007 STIP. The document Horizons in Transportation can be found on the ITD website at http://itd.idaho.gov/planning/reports/stip/Final%20Horizons.pdf.

FINANCIAL STEWARDSHIP

The Idaho Transportation Department (ITD) continually seeks innovative ways to make the best use of its resources and assets through a mixture of performance management and innovative finance. Idaho's transportation revenue comes from two primary sources. We receive approximately 53% of our funds from federal revenues such as the National Highway Trust Fund and the Airport and Airways Trust Fund, and approximately 46% from state revenues generated by transportation-related taxes and fees paid by Idaho citizens into the state's Highway Distribution Account and air-fuel tax accounts. Annually, we account to the Idaho State Legislature on how we plan to utilize our available resources for the operation, maintenance and capital improvement of our State Highway System, public transportation and aeronautics programs.

ITD's Appropriations chart (see next page, Figure 2) is updated annually and provided to the Idaho Legislature. It diagrams the various sources of funds and their distribution both to the state and to local governments. The chart is ITD's legislatively approved budget for FY 2007.

The Statewide Transportation Improvement Program (STIP) outlines the department's transportation revenue and expenditures for capital improvement and preservation projects from FY 2007 through 2011. It contains projects impacting highways, public transportation, aeronautics, bicycle and pedestrian facilities, and safety that will both maintain and improve a wide variety of transportation choices in all areas of the state. It also includes the projects found in Idaho's six metropolitan planning organization's Transportation Improvement Programs.

MEETING THE TRANSPORTATION NEEDS OF IDAHO

Meeting Idaho's increasing transportation needs when financial resources at all levels of government are experiencing little growth requires both fiscal restraint and sound management. It requires ITD to plan many years ahead, set reasonable development timetables that match our projected revenues, and target our resources toward projects that have been identified as most beneficial to the state transportation system and local communities.

Future projects are prioritized based on anticipated revenues and careful consideration of the transportation infrastructure that needs to be modified, repaired, or replaced. These decisions are based on public input, identified road and bridge lifecycles, and the requirement for growth and future expansion of the transportation system.

Federal funds administered by the Idaho Transportation Department are received from the Federal Highway Administration (FHWA), the Federal Transit Administration (FTA), the Federal Aviation Administration (FAA), and the National Highway Traffic Safety Administration (NHTSA). State funding must also be estimated every year.

ITD's Budget Policy Section estimates revenues into the State's Highway Distribution Account based on past performance and future economic and use factors.

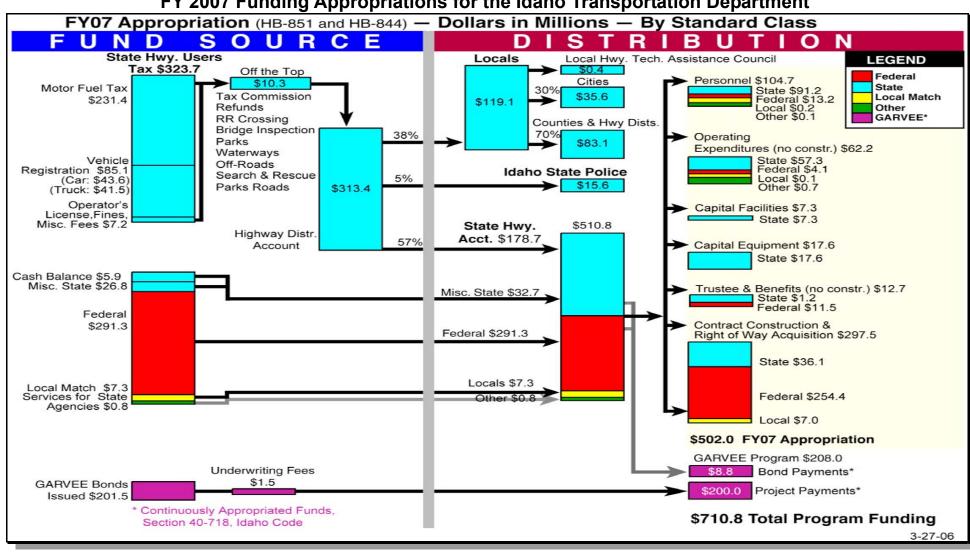


Figure 2: FY 2007 Funding Appropriations for the Idaho Transportation Department

TRANSPORTATION FUNDING ASSUMPTIONS

The "Available vs. Match" (see Figure 3 on following page) amounts include the match and federal funds estimated to be available to program projects. Following are the assumptions used to develop the transportation funding levels.

1. HIGHWAY FUNDING ASSUMPTIONS

The Highway funding plan establishes individual fund source levels from apportionment levels provided in SAFETEA-LU users and from Budget Council forecasts of State funding levels. Because actual funding levels are often not known until after the beginning of each fiscal year, assumptions are made regarding future funding to allow uninterrupted development of projects. Funding for projects is reduced by 5% each year to allow for the estimated effects of inflation on project costs. The following list of highway assumptions and guidelines used to develop the highway funding levels shown here in the STIP.

a. Federal-Aid Funding

- The STIP program structure is based on SAFETEA-LU apportionment estimates as of August 2, 2005.
- Obligation authority is equal to 100% of estimated apportionments and does not take into account the Revenue
 Aligned Budget Authority (RABA) funds as established in the previous transportation bill known as the Transportation
 Equity Act of the 21st Century (TEA-21) and as it continues under SAFETEA-LU.
- The FY 2007 20011 Highway Funding Plan does not included any year-end redistribution of obligational authority not used by any other states.
- Forecasted federal funding beyond SAFETEA-LU (FY2009) is flat-lined at the FY 2009 SAFETEA-LU levels.

b. State Funding Assumptions

 Estimates take into effect account projected revenues, the reservation of funds for state-match and federal-aid and other operational needs not shown in the STIP. Aviation System Planning

Aeronautics Total

Grand Total

40,140

40,140

12,305

117,718

30,34

GARVEE bonds provide no net additional transportation funding as they are repaid with future federal funds via debt service. Includes Dec. 8 Revision to GARVEE Scenario 7

location levels with match from SAFETEA-LU (contains no recissions or OA expectations

Includes High Priority reserved for debt service on future bonds and for projects without construction year or funding (Horizons

Funds are in FY07 dollars at 5% annual inflation. Available estimates are to be used for planning purposes only

AVAILABLE FUNDING WITH MATCH vs. PROGRAMMED PROJECTS (December 8, 2006) This Report is to be Used ONLY for Planning Purposes During the FY07 Program Year APPROVED FY 2007 - 2011 CAPITAL INVESTMENT PROGRAM

Dev. & Set-Asides

Figure 3: Available vs. Match Bridge, Local¹ STP-Rural Rest Area Miscellaenous Bridge, Off System¹ Airport Planning Multi-Modal Planning Mobility Services Connecting Idaho - GARVEE Bonds State Board Unallocated Other Federal Non-Formula Forest Highways Emergency Relief Unscheduled High Priority (SAFETEA-LU) Recreational Trails State Planning and Research STP - Transportation Mgt Area STP - Local Urban Restoration & Expansion + CI-Fed Formula Debt Service for 2006 Bond STP - Enhancement Safety - State Rail Safety - SAFETEA-LURail Safety - Statewide Horizons Planning Systems Planning System Support Bridge Preservation Pavement Preservation Program Name Airport Facility Maintenance Vew Airport Facilities Administration ocal Partnerships ndian Reservation Roads ligh Priority (TEA-21) High Priority Debt Service for 2006 Bond ligh Priority (SAFETEA-LU) Metropolitan Planning Hwy Federal Formula & State Funds Hwy Dedicated Improvements Hwy Other Federal Programs Hwy Full Use and Recreation Hwy Performance Program Hwy Improvement Program Hwy Preservation Program Hwy Other State Programs Public Transit Tota Hwy Local Program Highways Tota 627,887 162,152 23,541 158 31,880 52,084 10,168 2,350 6,340 22,317 2,377 5,395 7,495 23,541 158 14,323 10,025 1,157 985 17,579 4,383 19,043 63,017 25,488 5,432 2,956 8,856 6,613 5,512 1,776 275 7,079 4,422 8,791 5,012 1.170 1,589 7,418 598,997 13,897 14,506 158 10,160 983 978 10,281 4,324 2,000 13,897 14,506 158 320 10,160 983 978 68 33,196 21,473 52,957 12,329 4,035 3,331 1,615 5,670 1,466 4,597 8,807 548,204 69,168 4,182 13,592 43,809 57,677 9,732 9,732 1,133 30,687 2,000 8,935 4.167 9.951 6.031 4,535 1.814 214,521 11,569 10,786 579 320 12,804 18,738 54,001 6,836 8,664 6,129 6,552 422,643 13,592 14,685 14,022 60,880 55,002 9,305 158 320 2,000 1,640 5,731 3,969 9.478 6,860 5,183 3.983 8,930 680 12,561 19,241 15,296 9,305 158 320 6,586 42,516 1,282 5,919 2,285 680 430 386,281 8,930 226,765 12,305 4,489 27,835 2,000 9.026 5,470 3,780 145,211 336,545 14,604 25,841 4,489 316 320 1,640 5,731 1,559 1,436 206 6,860 4,444 8,780 6,484 5,470 4,938 4,158 1,645 7.794

17.480

27,835

9,026 3,780

> 14,881 13,057

3,359

5,470

Approximately \$35 million in state revenues is estimated to be available in FY2007. Thereafter \$17 million is available each year through FY 2010 for highway projects. The drop in available funding is to insure adequate personnel, maintenance, and operational funding. By 2011, state funding will be used almost exclusively to fund federal-aid match and operations.

2. GARVEE BONDING ASSUMPTIONS

A GARVEE, or Grant Anticipation Revenue Vehicle, bond is a transportation financing instrument approved for use in Idaho by the 2005 Legislature. The GARVEE Program assumes the following:

- Idaho Code (I.C.) requires that no more than 20% of apportionment can be used for debt service through 2010 and no more than 30% thereafter.
- The program adopted by the 2006 Idaho Legislature allows the Idaho Transportation Board to bond for projects within six (6) specific corridors at an amount of \$200 million.
- Under this program, federal highway revenue is pledged for repayment of the bonds, and as such, GARVEE bonds are revenue bonds and do not pledge the full faith and credit of the state of Idaho.
- As required by the legislation authorizing use of GARVEE, a request for bonding authority must be included as a separate item in ITD's annual budget requests and are subject to legislative approval.



3. AERONAUTICS FUNDING ASSUMPTIONS

The Federal Aviation Administration's (FAA) Airport Improvement Program (AIP) and state of Idaho Airport Aid Program (IAAP) are both grant programs funded by user taxes. Federal funding comes through VISION 100, the Aviation Act for FY 2003 – 2006. The Aeronautics Program assumes the following:

- There will be an extension or a new authorization of an aviation Act in FY 2007.
- For planning purposes, funding estimates are based on a flat line projection of VISION100.
- The approval or disapproval of each grant application determines annual funding, while estimated apportionment and authorization levels determine available amounts.
- Federal-aid airport grants are from the Federal Aviation Administration and generally go directly to the airport owner (city, county, or state) and do not pass through the Idaho Transportation Department.
- A limited amount of AIP funds are available to the state for either small maintenance or planning projects to a group of airports annually.
- State funds (IAAP) provide grants for improvements not eligible for federal assistance in addition to assisting with the matching funds for federal-aid grants.



4. PUBLIC TRANSPORTATION FUNDING ASSUMPTIONS

On August 10, 2005, President Bush signed SAFETEA-LU. This highway act provides guaranteed funding for federal surface transportation programs over several years through FY 2009, including \$52.6 billion for federal transit programs—a 46% increase over transit funding guaranteed in TEA-21. The Public Transportation Program assumes the following:

- SAFETEA-LU is the basic law under which all federal transportation programs are funded. The programs are administrated by FTA through the Idaho Transportation Department's Division of Public Transportation.
- The Public Transportation Program is a grant program. SAFETEA-LU apportionments are used to estimate the funds available through FY 2009. Discretionary funding is available for the actual request submitted to Congress for the current year. For additional information about the grant programs available through public transportation go to http://itd.idaho.gov/PublicTransportation/grants.htm.
- No dedicated state general revenue funds have been made available for public transportation services.



PERFORMANCE MANAGEMENT

In the FY 2007 – 2011 STIP, ITD displays our program of projects not by funding source which ITD can often use flexibly, but by the performance management areas of preservation and improvement. What follows is a description of those programs. This allows ITD to better allocate funds between these two vitally important areas. The abbreviations in parentheses are the description you will see under the "Program" location for the project.

A. HIGHWAY PRESERVATION PROGRAM

The Highway Preservation Program uses a combination of state and federal funds for highway preservation.

1. Pavement Preservation (PRSVN—PV)

Pavement preservation is one of the state's most important activities. ITD is committed to "... increase pavement quality to no less that 82% of the pavement being rated good or fair by strategically scheduling and implementing major construction and minor rehabilitation projects [that] can accomplish this goal." In 1994, it was found that 37% of Idaho's roads were considered deficient. By 2006, only 19% were deficient (2007 Strategic Plan). Our target for 2007-2010 is 82% of our pavement in fair or better condition. To meet this goal throughout the life of this STIP, \$57 million of our annual available funds are dedicated to this program.

2. Bridge Preservation (PRSVN—BR)

Approximately \$4.5 million is directed annually to projects that provide for bridge deck rehabilitation and bridge repair.

3. System Support (OPS)

Statewide preservation support of the transportation system is required on an annual basis. The system support funds a variety of preservation activities that help to ensure that no part of the transportation system becomes defective or in disrepair due to lack of information or negligence.



B. HIGHWAY IMPROVEMENT PROGRAMS

The Highway Improvements Program uses federal funding with some state funds.

1. Bridge (IMP—BR)

An annual investment of approximately \$17 million funds replacement or structural rehabilitation of State Highway System bridges identified by ITD to be structurally deficient or weight, height or width restricted.

2. System Planning (IMP—PLAN)

This program funds corridor studies, highway development planning, long-range transportation plans, transportation systems analysis, etc. Planning results in the improvement of the overall transportation system for Idaho users.

3. Rest Area (IMP—RA)

The Rest Area Program is intended for the scheduled rehabilitation and reconstruction of existing rest areas and construction of new rest areas. In the FY2007–2011 STIP, the Idaho Transportation Board has targeted an annual investment of \$5 million.

4. Safety (IMP—SFTY)

The safety program uses various federal funding sources to invest in safety initiatives. The FY 2007 – 2011 STIP includes Safe Routes to School; sign upgrades; durable pavement markings; rumble strips; Intelligent Transportation Systems (ITS); Road Weather Information Systems (RWIS, such as the 511 Program); Work Zone and Behavioral Safety; shoulder widening; high-accident location mitigation; crash event countermeasures; safety corridor enhancements; intersection improvements; guardrail blunt-end upgrades; and many other miscellaneous safety improvements.

Two other safety programs using Surface Transportation Program (STP) federal-aid funds invest in rail-grade crossing improvements (RAIL) and highway intersection and guardrail Hazard Elimination Safety (HES) improvements. Additionally there is a small state-funded rail-crossing improvement program (ST-RAIL).



5. Transportation Enhancement (IMP—ENH)

The Transportation Enhancement Program is a statewide competitive program that invests approximately \$5.5 million in designated federal funds for eligible activities under Idaho's three primary categories of:

- (1) bicycle and pedestrian,
- (2) historic, and
- (3) scenic and environmental.

Transportation Enhancement projects must be related to the surface transportation system.

6. Congestion Mitigation and Air Quality Improvement Program – CMAQ (IMPR—CMAQ)

The Idaho Transportation Department's Congestion Mitigation and Air Quality Improvement Program (CMAQ) is a statewide competitive program that invests between \$2-4 million annually in federal funds to implement cost-effective activities, plans, and projects that are mutually beneficial to transportation and air quality.

7. Restoration & Expansion (IMP—R&E)

The restoration and expansion program funds are used for activities that reconstruct the useful life of the roadway and when needed, provide expansion of transportation facilities to better serve our customers.

8. Connecting Idaho – Federal (IMP—CIF)

Projects shown in this program are restoration or expansion projects located along the Connecting Idaho corridors that are funded with federal-aid funds.

9. Connecting Idaho – GARVEE (IMP—CIG)

GARVEE is the acronym for Grant Anticipation Revenue Vehicle. GARVEE bonds were federally authorized under the National Highway Designation Act of 1995 as a mechanism for allowing state and local agencies to accelerate the funding of transportation projects. The agencies use their future federal highway funds to repay the principal, interest and other costs associated with the issuance of the bond.

10. Demonstration (ISTEA) or High Priority (HIPR-T21)

U.S. Congress designated improvement projects under the noted highway act. These funds can not be used for any other purpose without congressional action.

C. LOCAL PROGRAMS

Under the Local Programs category are federal-funding resources that can be used by local agencies to improve and preserve federal functionally classified local roadways and bridges. Funding is also available to replace or rehabilitate bridges at least 20-feet long that are located off the federal functionally classified system. To help administer these funds, ITD has created unique partnerships with metropolitan planning organizations (MPOs) and the Local Highway Technical Assistance Council (LHTAC) representing local agencies.

1. Local Urban (URBAN(L))

Local urban funds are for projects in urban areas with populations between 5,000 and up to 200,000. They are primarily used for reconstruction or rehabilitation of roadways functionally classified with FHWA as urban collectors or higher.

2. Local Rural (RURAL(L))

Local rural funds are for projects in rural areas with populations under 5,000. They are primarily used for reconstruction or rehabilitation of roadways functionally classified with FHWA as rural collectors or above.

3. Transportation Management Area (TMA)

Transportation Management Area funds are for state and local projects in urban areas of 200,000 or greater population. They are primarily used for reconstruction or rehabilitation of roadways functionally classified with FHWA as urban collectors or higher.

4. Bridge Local On and Off System (BR-LOC) & (BR-OFF)

Local and Off-System funds are for the replacement or rehabilitation of bridges at least 20-feet long and have a qualifying "sufficiency rating," generally 50 or lower. The Idaho Transportation Board makes 35% of the federal-aid bridge funds available for use on non-State Highway System bridges.